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ABSTRACT

The curriculum project undertaken by the Nanaimo District teachers proposed to develop a study of the socio-political processes in a Canadian urban government, using their own city as a model (ED 055 013). This progress report stresses that the nature of the development process has been based on 1) need, 2) structure, 3) content, 4) materials development, and 5) evaluation. Described first is the Canurgo Simulation game, which can be developed at three levels and which involves students taking on the roles (up to 30) of various ccmmunity figures. The urban area is composed of the city proper and three politically independent suburbs with a varying tax base and socio-economic level. A Sourcebook in Canadian Urban Government is arranged by sections to deal progressively with a topic and can also be utilized as an auxiliary part of the game. Partial listing of contents is provided. The Young Politicians Handbook, designed in cartoon format, is a serious approach to preparation for holding public office and is suitable for slow and average learners. Providing for a discussion approach, it requires teacher preparation in leading seminars. Field testing for the two publications is planned for 1973. Appended is an evaluation sheet used in a January, 1972, workshop which studied curriculum materials being developed by the Project Canada West teams. (JMB)

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THE CANURGO REPORT

(CANADIAN URBAN GOVERNMENT)

Western Curriculum Project
on Canada Studies

ED 072989

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THE CANURGO REPORT
(CANADIAN URBAN GOVERNMENT)

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I. GENERAL COMMENTS

A.E. Akenhead

This has been an interesting and progressive year for *Canurgo*. We were fortunate in being able to hire a part-time substitute for a portion of our first semester and then to have a full-time substitute for the second semester. Thus we were able to free three teachers from some of their teaching load so that they were able to devote their time to developing material for our project.

Messrs. Little, Bailey, and Rudd were able to hold daily meetings for discussions and thus could co-ordinate their efforts in producing an integrated product. The result has been two stages of a simulation game have been produced and a third stage is now well on its way to completion. The source book of L. Bailey is in the printing stage and T. Little's cartoon book is ready for printing. This team works extremely well together due to constant meetings and sharing of ideas as well as the fact the members are extremely interested both as teachers and as members of Canada West.

Unfortunately due to budgetary difficulties we are going to have to reduce our efforts this fall.

The greatest weakness of the Project Canada West seems still to be in communications. We did not receive any information on budgets for 1972 until the end of April in 1972 thus we were unable to properly budget our money because we had already made some fairly heavy financial commitments up until the end of June. Thus when we were finally told that our proposed budget had been reduced we were unable to make any immediate adjustments. Again, as reported elsewhere we have been acutely embarrassed by the slowness of funding. We have never been informed that the funding of the Project was on a monthly basis and that we should have restricted our commitments to a monthly allottment. All of these problems can of course be overcome in future if a budget could be drawn up *before* the beginning of a financial year.

During May we had a visit from the Skolrood team from Lethbridge. This project is working on an urban study similar to ours. We found this visit most rewarding as we were able to ensure that no overlapping was going to take place and also the exchanging of ideas was most beneficial to both teams.

The Student Travel project sponsored by Project Canada West was an excellent idea and is something that can be looked forward to in future. However, we should be able to adequately inform our participating students exactly what to look for in each city that they visit. The plans were made at such a late date that our students were not adequately prepared. Also as far as Nanaimo is concerned it is a very difficult problem to get students to Vancouver to make connections with other means of transport, and the problem becomes particularly acute on the return at night as ferry transportation stops at 11 p.m.

IIA. ANECDOTAL REPORT ON THE CANURGO SIMULATION GAME

W.J. Rudd

Last summer the team sponsored my attendance at a summer school session at Johns Hopkins University on designing and using simulation games in the classroom. The course was excellent and helped me avoid some of the pitfalls into which we might have fallen.

We decided not to attempt to put everything into one game but rather to set up a basic game which could be developed at three levels. The basic game involves the students taking on the roles (up to 30) of various citizens. The urban area is composed of the city proper and three politically independent suburbs with a varying tax base and socio-economic level.

The first level of the game involves an attempt to improve recreation for the whole urban area. It was drawn up and printed, and slides, overhead transparencies and cassette recordings were prepared during the fall term. We produced three complete packages of the game except for the slides. We made several attempts at having students produce slides and tape recordings. We found these perhaps acceptable for the class involved but not of the quality which could be readily used by other classes or other schools. We decided therefore to use some student produced slides, some produced by teachers and some by a professional photographer. Once we have made the final decision on the selection of slides they will be produced in filmstrip form.

From January 1972 to the present, the first level of the game has been played at least twelve times and directed by six different teachers. In general, the response to the game has varied from good to excellent. In an attempt to get a little more accurate evaluation, three classes were asked to fill out a questionnaire after playing the game.

Two of the questions and the results are given below:

1. Did you enjoy the game? Yes 85%. No 4%. Unsure 11%.

2. Do you feel these things could have been taught just as well or better by lecture or notes provided by the teacher? Yes 11%. No 89%.

The second level of the game has now been completed and played with one class. This level is considerably more complicated. It deals with land use zoning and special interest groups.

The actual playing of the game has shown several weak spots and omissions in instructions and there is a need for some minor changes and additions. Generally, however, we have been very pleased with how well the game has worked and the wide variety of outcomes.

Our objectives for next fall are to produce a third level of the game which revolves around the question 'What form of government is best for our urban

area? We also want to make the modifications mentioned earlier in levels 1 and 2 of the game and then have other teachers in schools outside of Nanaimo use and evaluate the series of games.

We are also looking forward to the time next year when we can evaluate *Canurgo* not just as a simulation game but as a total learning package.

The following illustrates aspects of the games:

CIVIL SERVANTS INFORMATION SHEETS

(Note to Game Director: Preselect two civil servants and issue them with a copy of the game and their special information sheets. Two separate identity cards have been added — City Clerk and City Engineer — color coded for Canurgo. These do not show any information on sex, income, taxes etc., because they are assisting in administering the game and are not taking part as players.)

1. Your job is to provide requested information as fairly as possible without openly taking sides in a dispute. You do not have to reveal information that is not requested, however you are free to do so if you wish. (It might be wise to let someone else make the public statement on such matters in order that you avoid being called partisan.)

2. When special interest groups apply to you for votes, you will check to see that each member has properly recorded this on his score sheet and then issue a document signed by you, to the spokesman of the group, indicating the number of votes to which the group is entitled.

Use the formula:

Number of votes for special interest group = total number of points charged to the group X ÷ X number of members of the group.

Cost to join group:

Annual Income	*Cost in Points*
$0 - 9,999	1
10,000 - 19,999	2
20,000 - 29,999	3
30,000 - and over	4

No one can belong to more than one group.

3. Two groups of citizens will require your help in adjusting their score sheets because of increased annual salary if the new plant is accepted.

First Group — those who have sold property at a surplus profit because the plant has been built in either Canurgo or Newurgo. The following table shows the sale price, the surplus profit above normal sale price and then spreads this over a 5-year period to show annual salary increase and the point value to be awarded.

	Sale Price	Surplus Profit	Annual Salary Increase $	Annual Salary Increase %	Points
If in Canurgo					
F68 Widow (Canurgo)	$22,000	$15,000	$3,000	200%	4
M30 Laborer (Canurgo)	28,000	20,000	4,000	50%	3
If in Newurgo					
M52 Owner of Sawmill (Newurgo)	30,000	10,000	2,000	9%	1
F55 Owner of Office Building (Newurgo)	20,000	5,000	1,000	5%	1

Second Group — those who are eligible for jobs if the new plant is accepted.

As they present themselves, check to see that they are eligible for the job (i.e., they fit in one of the categories in the chart below) and then, since there is going to be some chance factor on who will and will not get the jobs, let them roll a die. If the number required by the chart does turn up, they get the job and annual salary increase indicated. They then calculate the increase in their annual salary (as indicated on the score sheet) and are awarded the corresponding number of points. If they fail to throw the required number they remain at their original income level.

Eligible	No. required on die	Annual income if successful
Male under 50 years old (Unemployed, Part time worker, Laborer, Truck Driver, Carpenter	any even number	Annual income of $8,000 or an increase of $1,000 (if annual income is already over $7,000.)
Female and under 50 years (Office Worker, Secretary, Typist, Housewife)	any even number 1 or 6	Annual income of $6,000 or an increase of $1,000 (if annual salary is already over $5,000).

Student's name _____
Identity role _____
Community _____

THE GAME OF CANURGO
LEVEL 2 — LAND USE ZONING

Score Sheet

Consider your role and the options available. Using the score sheet provided below circle the most appropriate number for each option. If you are strongly opposed circle the -5. If you are strongly in favor circle +5. If you are neutral on that particular option circle the 0. Use the other numbers to indicate your feelings between the two extremes.

Strongly Opposed — Neutral — Strongly For

Option A — Chemical Plant anywhere in Canurgo area.
-5 -4 -3 -2 -1 0 +1 +2 +3 +4 +5

Option B — Chemical Plant within Canurgo city limits.
-5 -4 -3 -2 -1 0 +1 +2 +3 +4 +5

Option C — Chemical Plant in Newurgo.
-5 -4 -3 -2 -1 0 +1 +2 +3 +4 +5

Option D — Plant allowed to dump effluent in stream.
-5 -4 -3 -2 -1 0 +1 +2 +3 +4 +5

Gross Score _____
Joined special Interest Group _____
(deduct 1 point if you did)
Annual salary increase _____
(add points if applicable)
Your net score _____

6 _____ Name of group

(see below or ask Civil Servants for help)
Average net score of your community _____

If annual income increased by
1 - 25% add 1 point
26 - 50% add 2 points
51 - 75% add 3 points
76% or over add 4 points

Calculation of scores works on the same principle as Level 1 of the game — i.e., if you got what you wanted on an option you score positive and if you failed to get what you wanted you score negative. (E.g., if you were against the chemical plant in Canurgo and had marked your score sheet -4 on that option and if the plant were not allowed to build in Canurgo, you score +4.)

The winner is the individual having the highest net score and the winning community is the one having the highest average net score. The higher the positive score, the greater the level of satisfaction. The higher the negative score, the greater the level of frustration.

IIB. ANECDOTAL REPORT: SOURCEBOOK IN CANADIAN URBAN GOVERNMENT

Lloyd James Bailey

The sourcebook in Canadian Urban Government is visualized as being both an auxiliary part of the *Canurgo* Simulation Game and a repository of data capable of being utilized individually in the general topic of local government.

The auxiliary phase would involve class referral to the sources in order to further research points of debate and procedure, and also to carry out assignments based on the motivating effects of playing the game itself.

The individual phase would see the book used as the basis for instruction in local government, each section of the work being arranged so as to deal progressively with an evolving topic.

The selections are fairly short, yet comprehensive, and all were selected so as to elicit interest, being controversial or humorous or contemporary in issue.

The research leading up to the production of the book, which is now completed and being printed in a working copy for classroom use, was accomplished by several sessions at the University of Victoria library, mainly on weekends, when periodicals, magazines, newspapers, and other first hand sources were searched for secondary level material. The material was xeroxed for detailed reading at a later stage. During the free periods provided by Project Canada West, several hundred articles were read and reread in order that the discipline of political science should be adhered to in the complete coverage of the academic subject of local government, while the level aspect of the material could also be closely appreciated. In all, 77 articles eventually made up the sourcebook.

The research phase, as outlined above, encompassed the months September to March, one hour of release time daily per school day. When the edited articles were ready for printing, it was decided to employ the office staff at the Nanaimo District Secondary School for typing, stenciling and mimeographing. During the months of March, April and May, the staff assisted us in the venture, while I proceeded to compose the table of contents, the preface, acknowledgements, and advise on illustrations. The latter phase also saw the return of the many letters of permission from publishers and authors relating to our use of their articles, etc. Co-operation was greater than anticipated, for no article had to be deleted for want of permission to reprint it. Only two publishers requested royalties, of the 77 contacted. It should be mentioned that this reprinting request procedure was almost as time-consuming as the editing of the material itself, for each letter had to be individually addressed and composed, a task not possible to delegate to secretarial help.

Illustrated pages were provided by Len Norris of the *Vancouver Sun*, without charge, and much additional cartooning for topic pages, etc., was done by Ted Little of Nanaimo District Secondary School and a member of the *Canurgo* team.

The rationale behind the Canadian Studies Foundation and Project Canada West is the provision of the opportunity for teachers to involve themselves in the evolution of curriculum materials. The sourcebook could have been researched and edited and published by someone at the university level. Why then was it done by us?

The next phase should explain. Having amassed the learning material into a readily usable form, we must now introduce it to our classes either as auxiliary reading or in separate assignments, with a view to evaluating its impact on the learning situation. It is this evaluation stage that best explains Project Canada West.

Will the local government concepts; function, structure, civil service, etc., be readily understood by our classes using this approach? Is the material suitable?

We visualize the next phase taking us into the Fall and Winter of 1972-73, there being subsidized field trips to the various schools of Vancouver Island, and perhaps the Lower Mainland for external reactions to our work.

A sourcebook is a teaching or learning device, and the teacher education institutions of today tend to stress the individual learning process that is an integral part of utilizing this form of presentation. The subject of a teacher's manual for the book has been discussed and dropped as being superfluous to the needs of the contemporary teacher.

So too did we disregard the idea of providing sets of questions for each of the sections of the text; History, Functions, etc., feeling that they would tend to constrict rather than elaborate the usage of the materials. Each teacher is capable of employing the articles he wishes for the levels and topics he is teaching, for the learning outcomes he desires.

We visualize a further period of revision, based on our findings in the 'reaction phase,' and would anticipate publication consideration by Project Canada West in the Spring of 1973.

The following pages show aspects of the sourcebook:

CONTENTS

PREFACE

PART I — A HISTORY OF CANADIAN URBAN GOVERNMENT

1. *Brief History of Municipal Government.* (The Municipal World, February 1967, p. 6-7.)

2. *Lord Durham's Report.* (C.P. Lucas, Lord Durham's Report, London, Oxford Press, 1912, p. 210-222.)

3. *Local Government in British Columbia.* (S.M. Wickett, Municipal Government in Canada, Toronto, University of Toronto Press, 1907, p. 215-218.)

4. *Origins of Local Government in Manitoba.* (Manitoba Royal Commission on Local Government Organization and Finance, 1964, p. 5-6.)

5. *Historical Development of Local Government in Saskatchewan.* (Local Government in Saskatchewan Report, 1961, p. 7-8.)

6. *The Beginnings of Local Government in Alberta.* (E.J. Hanson, Local Government in Alberta, McClelland and Stewart, Toronto, 1956, p. 8-15.)

7. *The Development of Local Government in Canada in the Past Fifty Years.* (Canadian Federation of Mayors' Report on Local Government in the Twentieth Century, 1963, p. 75-80.)

8. *Municipal Government During the Great Depression.* (Rowell-Sirois Report, Volume I, 1940, p. 84-86, Volume II, p. 137-145.)

9. *American Influences on Canadian City Government.* (W.B. Munro, American Influences on Canadian Government, Toronto, Macmillan, 1929, p. 99-125.)

PART II — THE FUNCTIONS OF CANADIAN URBAN GOVERNMENT

10. *The Role of Municipal Government.* (T.J. Plunkett, Urban Canada and Its Government, Toronto, Macmillan, 1968, p 1-7.)

11. *The Municipal Corporation — What Is It?* (R.H. Cooper, 'The Municipal Corporation — What Is It?', The Municipal World, May 1966, p. 190-191.)

12. *The Municipal Corporation — How It Functions.* (E.C. Reid, 'The Municipal Corporation — How It Functions,' The Municipal World, May 1966, p. 192-193.)

13. *Parochial Aspects of Municipal Government.* (Dan Campbell, Debates of the British Columbia Legislative Assembly, February 3, 1970, p. 122-123.)

14. *Municipal Finance in Canada.* (Eric Hardy, 'Municipal Finance in Canada,' The Canadian Banker, Summer 1966, p. 58-63.)

15. *Urban Growth and Municipal Finance.* (D.W. Slater, 'Urban Growth and Municipal Finance,' The Canadian Banker, Summer 1963, p. 14-17.)

16. *Government Reform in Ontario.* (Ontario Economic Council Report, 1969, p. 12-15, 21, 26.)

17. *Local Government Financing in Western Europe.* (M.L. Swart, 'Local Government Financing in Western Europe,' The Municipal World, January 1967, p. 12-14.)

18. *Housing and Planning in Western Europe.* (M.L. Swart, 'Housing and Planning in Western Europe,' The Municipal World, December 1966, p. 397-399.)

PART III — THE STRUCTURE OF CANADIAN URBAN GOVERNMENT

19. *The Structure of Municipal Government in Canada and in Europe.* (J.G. Suski, 'The Structure of Municipal Government in Canada and in Europe,' Canadian Public Administration, 1967, p. 307-309, 319, 324.)

20. *The Civic Organization of the City of Vancouver.* (Vancouver City Handbook, 1966, p. 1-2.)

21. *The Incorporation of a Municipality.* (British Columbia Municipal Act, 1966, p. 2990-2991.)

22. *Local Government in England.* (C.G. Dowson, 'Local Government in England,' The Municipal World, May 1967, p. 162-163.)

23. *The First Unicity.* (Peter Desbarats, 'The first Unicity,' Victoria Times, September 17, 1971, p. 5.)

24. *An Examination of Local Government Alternatives.* (Greater Nanaimo Study in Local Government, 1970, p. 144-151.)

25. *Regional Districts in British Columbia.* (Department of Municipal Affairs Report on Regional Districts in British Columbia in 1971, 1971, p. 5-8.)

26. *Regional Government in Ontario.* (W.D. McKeough, 'Regional Government in Ontario,' The Municipal World, December 1968, p. 324-326.)

PART IV — THE MAYOR IN CANADIAN URBAN GOVERNMENT

27. *The Changing Role of the Mayor.* (B.V. Mackey, 'The Changing Role of the Mayor,' The Municipal World, July 1970, p. 190-192.)

28. *More Authority to the Office of Mayor.* (T.J. Plunkett, 'The Mayor,' The Municipal World, December 1966, p. 396.)

29. *The Statute Powers and Duties of Mayors, Reeves and Chairmen.* (British Columbia Municipal Act, 1966, p. 3046-3047.)

30. *A Mayor Cleanup Job at City Hall.* (Mayor Gilles Lamontagne of Quebec City, Letter of November 11, 1971.)

31. *Coping with Expansion.* (Mayor Ivor Dent of Edmonton, Letter of November 16, 1971.)

32. *City Governments Should Provide Services That It Can Do Best.* (Mayor Saul Laskin of Thunder Bay, Letter of November 17, 1971.)

33. *Working with People.* (Mayor Walter Fitzgerald of Halifax, Letter of November 29, 1971.)

34. *Our City's Relationship with the Provincial Government is Satisfactory But Not Ideal.* (Mayor H.G.R. Walker of Regina, Letter of November 17, 1971.)

35. *The Mayor's Chief Function Is To Provide Leadership.* (Mayor William Dennison of Toronto, Letter of November 18, 1971.)

36. *Civic Administration Should Not Be Left To the Retired Person.* (Mayor Hugh Curtis of Saanich, British Columbia, Letter of November 18, 1971.)

37. *The Silent King of Montreal.* (Paul Whitelaw, 'The Silent King of Montreal,' Victoria Times, September 17, 1971, p. 5.)

38. *Law and Order: Two Mayors Face the Young.* (Time Magazine, August 31, 1970, p. 7.)

PART V — THE COUNCIL IN CANADIAN URBAN GOVERNMENT

39. *The Responsiblities and Policies of the Municipal Council.* (R.G. Morrow, 'The Municipal Council-Responsibilities and Policies,' The Municipal World, May 1966, p. 194-197.)

40. *The Powers of City Council.* (Vancouver City Handbook, 1966, p. 3)

41. *Western European Councils.* (M.L. Swart, 'Political Structure and Operation of Western European Councils,' The Municipal World, November 1966, p. 377-378.)

42. *The Municipal Councillor.* (M.L. Swart, 'The Role and Responsibilities of the Municipal Councillor,' The Municipal World, July 1964, p. 233-235.)

43. *To A New Councillor.* (Punch Magazine, May 1971, p. 623.)

44. *A Three Year Term for Councillors?* (M.J. Smither, 'Some Pros and Cons of A Three Year Term for Councillors,' Municipal World, June 1966, p. 211-213.)

45. *Reformers at City Hall.* (Douglas Marshall, 'They're Changing the Guard at City Hall,' Maclean's Magazine, March 1971, p. 26-27.)

46. *Trustees Become Best Paid.* (Reg Vickers, 'Trustees become best paid,' Calgary Herald, November 17, 1971, p. 5.)

PART VI — THE CIVIL SERVICE IN CANADIAN URBAN GOVERNMENT

47. *Municipal Management.* (T.J. Plunkett, 'Municipal Management in a Rapidly Changing Municipal World,' The Municipal World, December 1970, p. 332-335.

48. *Managing City Hall is Different.* (Municipal Services Division, Stevenson and Kellogg, Limited, 'Managing City Hall is Different,' The Municipal World, November 1967, p. 352.)

49. *Personnel Problems in Local Government.* (B.H. Peterson, 'Recruitment and Selection for Public Administration in a Municipal Perspective,' The Canadian Public Administration, 1964, p. 215-223.)

50. *Job Challenges at City Hall.* (Gerald George, 'Job Challenges at City Hall,' Public Management, January 1968, p. 5-9.)

51. *Statute Duties of Municipal Officials.* (British Columbia Municipal Act, 1966, p. 3048-3049.)

52. *The Qualifications of a Secretary-Treasurer.* (Bruce Ramsay, 'The Council and the Secretary,' Alberta Municipal Counsellor, March 1965, p. 3.)

53. *The City Manager.* (Frank Oxley, 'The Council-Manager System,' Alberta Municipal Counsellor, January 1964, p. 2.)

54. *Union Relations in Municipalities.* (G.W. Noble, 'Union Relations in Municipalities,' The Municipal World, November 1967, p. 348-349.)

55. *Bureaucracy.* (Royal Bank of Canada Monthly Letter, November 1969, p. 1-4.)

PART VII — CITIZENSHIP IN CANADIAN URBAN GOVERNMENT

56. *The Dignity of the Individual.* (Robert Welch, 'The City of Tomorrow, its Management, and the Dignity of the Individual,' The Municipal World, July 1968, p. 196-198.)

57. *International Search for the Citizen.* (C.S. Ascher, 'International Search for the Citizen,' Public Management, January 1970, p. 19-20.)

58. *A Citizen of Canada.* (Royal Bank of Canada Monthly Letter, March 1966, p. 1-4.)

59. *The Citizen's Voice and the Modern City.* (Boyce Richardson, 'The Citizen's Voice and the Modern City,' Montreal Star, November 27, 1971, p. 5.)

60. *Something About Government.* (Royal Bank of Canada Monthly Letter, March 1963, p. 1-4.)

61. *Self-Government the Answer.* (Gary Clarkson, 'Self-Government the Answer,' Victoria Times, November 17, 1971, p. 5.)

62. *On Being Community-Minded.* (Royal Bank of Canada Monthly Letter, November 1970, p. 1-4.)

63. *People Power.* (Vancouver Province, December 2, 1971, p. 5.)

PART VIII — POLITICS IN CANADIAN URBAN GOVERNMENT

64. *Demand for square deal growing in West.* (Peter Desbarats, 'Demand for square deal growing in West,' Vancouver Sun, November 25, 1971, p. 22.)

65. *Top Race Reflects Four Faces of City.* (Hubert Beyer, 'Top Race Reflects Four Faces of City,' Daily Colonist, December 9, 1971, p. 12.)

66. *Feud Livens Mayoral Contest.* (Lew Thomas, 'Feud livens mayoral contest,' Vancouver Sun, December 9, 1971, p. 5.)

67. *A Right and a Duty.* (Editorial, Victoria Times, December 10, 1971, p. 4.)

68. *Participatory Democracy Civic Style.* (Editorial, Vancouver Province, December 14, 1971, p. 4.)

69. *Mr. Toronto Politician.* (Bureau of Municipal Research, 'The Metro Politician — A Profile,' Civic Affairs, June 1963, p. 3-11.)

70. *Civic Parties in Canada.* (J.G. Joyce and H.A. Hosse, Civic Parties in Canada, Canadian Federation of Mayors, 1970, p. 21-32.)

71. *Party Politics in Local Government.* (W.L. Archer, 'Party Politics in Local Government,' The Municipal World, October 1968, p. 272.)

72. *Candidates and Electors by Statute.* (British Columbia Municipal Act, 1966, p. 3012-3014.)

73. *Election Notice.* (Victoria Times, November 29, 1971, p. 15.)

74. *No Ward System.* (Hall Leiren, 'NPA blocks vote on ward system,' Vancouver Sun, December 8, 1971, p. 12.)

75. *Voters Check Too Expensive.* (Daily Colonist, November 29, 1971, p. 5.)

76. *Freedom From The Press.* (Michael Smither, 'Freedom From The Press,' The Municipal World, January 1966, p. 14.)

77. *Municipal Election Statistics for Fourteen Canadian Cities.* (Canadian Federation of Mayors, Survey of Municipal Voting in Fourteen Canadian Urban Centres of 100,000 or More Population, May 1967, p. T1-T2.)

1. BRIEF HISTORY OF MUNICIPAL GOVERNMENT. (The Municipal World, February 1967, p. 6-7.)

'Municipal Institutions constitute the strength of free nations,' declared Alexis de Tocqueville, noted French writer on historical affairs in the nineteenth century. Canadians today believe this as firmly as the Reformers of an earlier day. Local government in Ontario became, and still is, a model not only for its sister provinces, but for many countries around the world. The people of this province have learned the lessons of the past and staunchly support the maxim that local government serves as a training school for electors and elected in the practice of democracy.

This unanimity of opinion was not always held, however. For nearly three-quarters of a century, our ancestors struggled doggedly for the right of local government against the limited vision of successive governors, as well as the Home Government in Great Britain, which was even more averse to self-government

in any form — local or general. What we accept so casually as a right was only arrived at with faltering footsteps and after many seemingly hopeless years.

Upper Canada, later the Province of Ontario, was the first inland colony of the British Empire and therefore isolated in the wilderness from the rest of the colonies. The ghost of the American Revolution haunted the Empire and when its refugees settled in Upper Canada, they bitterly resented being deprived of all the rights of the self-government they had known in the New England States. They became the spearhead of the movement for local government in Ontario.

Even in the earliest years before there was a Province of Ontario, the people under the French Regime had made a beginning in the direction of expressing their opinion in 1647 with the choosing of 'syndics' (trustees), local officers elected by ballot in Quebec, Montreal and Three Rivers. The 'syndics' had the right to attend the Colony's Council to express the views of their communities. In 1663, Frontenac permitted the election of a Board of Aldermen in the Town of Quebec, but the Government in Paris soon put a stop to such a dangerous innovation and ordered a gradual discontinuation of the 'syndics.' The military government following the Conquest of 1760-63, ended the first attempt at self-government in this country. The Courts of the Quarter-Session, established by the Governor-General in 1764, was made up of justices of the peace for the trial of less important matters. For many years this was the only sign of municipal action.

1791 — Continuing pressure by Loyalists and other settlers brought The Constitutional Act of 1791. This established Upper Canada as a separate province with English Civil Law and the freehold system of land tenure. Governor Simcoe divided the Districts into 19 counties for military purposes and for elected representatives to the new parliament. At this stage, the county held no municipal significance.

1793 — The seed of our system of municipal institutions was planted in 1793 with passing of The Parish and Town Officers Act. This permitted the constable of a parish township to convene ratepayers yearly to choose a clerk, highway overseers, fence viewers and two town wardens.

1816 — One of the first real ventures in self-government in Upper Canada was The Public School Act of 1816. Any section with 20 pupils could build a school, hire a teacher and elect three trustees.

1832 — As population expanded in villages and towns, community problems became so pressing that the magistrates' powers in urban centers were transferred to Boards of Police, elected by male resident householders. Brockville appears to have been the first in 1832. These Boards were given executive powers in appointing town officers, in assessment, providing a water supply, fire fighting companies and weighing.

1838 — Following the Rebellion of 1837, Lord Durham was sent to Canada to review the situation. The controversial Durham Report, published in Montreal and Toronto in 1839, advised it would be more efficient and economic to entrust local government to municipal bodies of much smaller districts.

1841 — The District Councils Act of 1841 incorporated all local municipalities and provided for the election of municipal councils. Although appointment of officers to the District Council had to be approved by the Governor-in-Council, the people of Ontario had achieved a form of local self-government.

1849 — The Baldwin Act represents the culmination and final triumph in Upper Canada of the local government struggle. This Act, the foundation of the present Municipal Act, was brought to fruition by a father and son, the Baldwins. Dr. William Warren Baldwin was the original mind that worked out the theory of responsible government as one of the leaders of the Reform Group. Dr. Baldwin served in the Legislative Assembly from 1824-1830 and in 1841. He was appointed to the Legislative Council in 1843. His son, Robert, so well known as a liberal prime minister after 1840, joined forces with his father and won the struggle for local government in 1849, five years after his father's death.

1858 — The Consolidated Municipal Act of 1858 was the next landmark in the history of our present municipal institutions. This Act permitted certain adaptations to meet changing conditions.

1867 — The British North America Act at the time of Confederation set out that the provinces were given the exclusive power to make laws effecting municipal institutions and generally on all matters of a merely local nature. Therefore, the 974 municipalities in Ontario today, operate within the framework of The Municipal Act of the Province.

1882 — A Bureau of Industries was established, responsible for collecting municipal statistics.

1891 — The Municipal World magazine was established, and today is in its seventy-sixth year of continuous publication.

Urbanization Adding Muscle to Ambition
DEMAND FOR SQUARE DEAL GROWING IN WEST

Reprinted from The *Vancouver Sun*, Thursday, November 25, 1971.

Noted journalist Peter Desbarats, who has just completed a tour of the Western provinces, reports his findings on political and social developments for the Sun.

OTTAWA — Even a decade ago, Winnipeg, Calgary, Edmonton and Vancouver were still the largest small towns in the world.

Their wide boulevards seemed to go nowhere. They existed in the middle of nowhere (or felt that they did) — they were urban concentrations of nothing identifiable.

Now they are cities.

Vancouver, with more than a million people, is large enough to be making grandiose mistakes. It is in the process, in its downtown area, of erecting high-rise apartments and office towers in an uncontrolled almost orgiastic display of economic potency.

Calgary now pivots with style around the revolving restaurant atop its 628-foot Husky Tower.

When you drive into Edmonton at night, from the south, you don't see the downtown area until you reach the river ravine that 'bisects' the city. Then it's suddenly all there, a full-scale nocturnal urban tapestry of hotels, apartments, offices, neon signs and streams of traffic.

Flying over Winnipeg, you can see the city drawing its vital forces back into the center and articulating them in steel and concrete.

Calgary, Edmonton and Winnipeg are now cities of approximately half a million. Calgary and Edmonton are among the fastest-growing in Canada.

All three are fiercely competitive. With Vancouver, they represent an important political development in Western Canada.

Saskatchewan is now the only Western province where more than half the people still live on the farm. More than two-thirds of the populations of Manitoba and Alberta are city-dwellers.

British Columbia has almost reached Ontario's four-to-one ratio of city to rural population.

The urbanization of the Prairies has lessened the distinctiveness of the Canadian West. At the same time, it has complicated the political picture.

The cities of Western Canada have reached the point where they no longer regard themselves as settlements on the frontiers of Eastern Canadian civilizations. They have become centers in their own right, with their own frontier areas.

They have the ambition to affect national events. Now they have the power and the people to do it.

'The growth of urban communities on the Prairies is steadily damping down the feeling of alienation,' said Calgary's Mayor Rod Sykes. 'The sense of being left out is not as important as it was. The sense of not getting a square deal is stronger than it was.'

One of the problems is that the Prairie population is growing in absolute numbers but not relative to Central Canada.

The total Prairie population now is about 3.5 million compared with 7.5 million in Ontario.

In another decade, it will rise to 4.2 million but Ontario's forecast population, in 1981 is 8.8 million.

This difference in size will tend to perpetuate the political imbalance between the West and Central Canada, at least on the Prairies.

But will the West continue to tolerate it when it has, by the end of the century, cities of a million people at Edmonton, 900,000 at Calgary and 800,000 at Winnipeg?

The changes in these cities involve more than numbers.

In some of them, particularly on the Prairies, municipal 'quiet revolutions' have started to transfer power from the old 'anglo' alliances of politicians and businessmen to coalitions that are more representative of their modern populations.

The process started early in Winnipeg, in the 50s, when mayor Stephen Juba became the first to reach the top municipal office from the city's Ukrainian north end.

The election of Calgary's Mayor Rod Sykes in 1969 and again this year, is a more recent example.

One can dispute Mayor Sykes' interpretation of political developments in Calgary, and his enemies do constantly and venomously.

But it is significant that he sees himself as a representative of the city's newer population versus 'the chamber of commerce and the Stampede board and the in-group who always ran this city.'

For Mayor Sykes, the fact that he arrived in Calgary from Montreal only nine years ago is a political asset.

He made a point of reminding the electorate in the last civic election that almost 200,000 of them were even newer arrivals.

With this kind of support, he felt strong enough to attack not only the local establishment, but the city's daily press.

'The Establishment people have run things too long and have helped to divide the country,' he said in an interview, 'and the press, in Calgary at any rate, has been one of the main offenders in this perpetuation of government by clique.'

Westerners like Sykes obviously don't regard Eastern Canada in the same way as their predecessors.

In his own city, he is concerned about slow integration of immigrants into the social fabric: 'They can go on feeling that they are visitors for years and years.'

On a national scale, he believes that the Eastern Canadian Establishment has failed to communicate and participate with the West at every level.

He would like to see a large-scale decentralization of federal machinery, decision-making as well as administrative.

'These things have to be done for the whole community, the whole country, because they are right,' he said, 'not because they are a balance of power exercise.'

A RIGHT AND A DUTY

Reprinted from the Victoria Times, *December 10, 1971, p. 4.*

With an interesting mayoral contest this year there is a hope that Victoria voters will turn out in sufficient numbers to indicate some concern for the leadership of the city, and that some of this urge may spread to the neighboring municipalities. The record of civic involvement is hardly impressive over the years; but the hope is perennial that the better educated, more enlightened citizens of today will give increased attention to the democratic process of electing people to run the community.

Two years ago, when Mayor Haddock was elected to office, there was a 54.6 per cent turnout of eligible voters. It was the highest voting ratio for many years and there were predictions that perhaps a new era of citizenship was upon us. But last year, with no mayoral race to spark extra interest only 28 per cent of voters bothered to go to the polls. Even that miserable showing was fair in comparison with other years. In 1965 the percentage vote was 18; the following year 37 per cent voted and in 1967, 32 per cent. In 1968 the interested voters were only 26.8 per cent of those who had the right to cast ballots. While the nearby municipalities sometimes have a slightly better record of participation, they are not usually far from the Victoria figure.

Poor voter attendance may have been acceptable in earlier years, when civic problems were simpler and crucial decisions were not so frequent. But today the situation has changed. The mayor and council of Victoria administer a budget of some $25 millions. Neighboring municipal budgets have likewise reached impressive proportions. The question of who is to spend that money for us is of immediate concern to every resident of the area. Whether taxes are to be kept down, or whether we are to receive full value for the large expenditures made, are matters that affect every household's budget. Of equal importance is the school boards' handling of their large levies.

But spending is not the only task of mayors and councils. Particularly in Victoria, decisions must be made that will affect the appearance and style of the city for generations to come. The people we elect to make such choices should not be carelessly chosen. They should represent the best intelligence and abilities available for the task — and those elected should go into office knowing that a significant proportion of their eligible voters have expressed their opinion. Even 54 per cent is far from good, considering the importance of the ballot; 18 per cent, 28 per cent and 37 per cent are shockingly inadequate.

Tomorrow is voting day, and every person in Greater Victoria who is qualified to cast a ballot has a responsibility to acquaint himself or herself with the candidates and their policies — and then go to the polls and vote.

THE CORPORATION OF THE DISTRICT OF SAANICH

November 18, 1971

Mr. L.J. Bailey
Nanaimo High School
Nanaimo, B.C.

Dear Mr. Bailey:

I am sorry that it has taken me a few days to reply to your letter of November 2nd with regard to the subject of City Government. I shall attempt to answer your questions as clearly as possible.

My chief function as Mayor is comparable to that found in any large city or municipal government. I think the Municipal Act, Sections 166, 179 and 180 pretty accurately states what is expected of us.

In a municipality as large as Saanich (population 65,000), it is essential for the Mayor to maintain close contact with key department heads, usually through the office of the Municipal Administrator, although not exclusively so. The origination of new projects brought future planning and general policy-making responsibilities, involving members of Council and the above-mentioned department heads. The Mayor must also communicate with the news media expressing his own view from time to time as well as the majority view of his Council.

Many matters of individual concern come directly to the Mayor's office. This is understandable but extremely time consuming and I think efficient and effective handling of citizen complaints and enquiries constitute a vital aspect of my day to day duties.

The main issues of concern to Saanich Municipal Council are covered in some respects by the attached information folder. In addition I must emphasize our efforts to introduce orderly growth and a sensible, from rural to urban development. Our Council has been very faithful concerning urban growth although it is not a popular position to take with residents who hold large tracts of land in the so-called rural section. Again I refer you to our area of some 38 square miles. Introduction of recreational facilities, acquisition of more open space and parkland, and a rapid up-grading of sanitary sewer service all rank as major tasks.

I would urge you to address yourself to Regional District government in British Columbia under question (3) because there is no doubt that the provincial and federal governments are thinking to an increasing extent in terms of regions rather than individual municipal components. In direct answer to your questions, ideal relationship between civic government and provincial and federal, involve something as simple as an understanding of the other persons point of view. I must admit that this factor is frequently lacking in decisions made at the very highest levels of the Provincial Government.

I was raised in a home where community service was given considerable emphasis. My father served in a variety of ways including School Board and Victoria City Council and it seemed natural for me to become involved in the same type of

service after I was married and generally settled down. Further I believed then as now that civic administration should not be left to the retired person and for this reason I entered the field before I was thirty.

I do not favour the introduction of partisan politics at the municipal level. One of the great strengths of the present structure in most municipalities is the fact that individual members of Council need not 'follow the party line.' Example: A and B may disagree violently on point number one while A, B and C will find this is in complete agreement in point number two, and so on. Apparent rigidity of party politics troubles me.

I intend to conclude my reply at this point but would be happy to answer further questions should you wish to put them to me.

Sincerely
Hugh A. Curtis
Mayor

HAMILTON'S URBAN PLANNERS ENCOURAGE 'PEOPLE POWER'

Reprinted from *The Vancouver Province*, December 2, 1971, p. 5.

HAMILTON (CP) — In an effort to 'bring stability and protection to some of our older neighborhoods,' Hamilton has embarked upon a scheme aimed at bringing almost everyone into the urban planning process.

Questionnaires have gone out to people in six neighborhoods on the fringe of the downtown core, asking them about their neighborhood and what they think of it.

From the information received, the planning department, with the help of citizen committees, will develop long-range conceptual plans for each area.

Then, at public meetings, everyone interested will have a chance to discuss the plans. Changes will be made, more meetings held, and the plans finally presented to city council.

The resulting plan will be conceptual in nature, but one which will become fairly rigid because the people themselves settled upon it.

It's a massive experiment in people power, one that planning commissioner Robert Bailey calls 'the biggest of the kind that we know of.'

Hamilton has a history of involving residents in long-range planning, so there was no opposition from elected officials when the present plan was proposed by civic staff.

Community involvement has been used frequently in developing neighborhoods so people moving into the areas have been able to exercise a measure of control over future development. Now the city is turning to the core area.

One of the problems encountered in the core areas, Bailey says, is overcoming the fears of older people who, when they see a conceptual plan, are afraid it will go into effect immediately.

'We've got to be able to reassure them that what we're talking about is not going to happen tomorrow. It may happen in 20 years, perhaps, but not tomorrow.'

One short-term benefit may be in zoning bylaw changes.

'I think we'll find that in some cases the existing zoning is completely out of phase with the times. That may be the first thing that needs changing. We may have to set up a program of rezoning.'

The questionnaire to householders asks them how they feel about such things as traffic, distance to parks and schools, yard space, street cleaning and repair, noise levels and overhead wiring.

All replies will not be acted upon and all suggestions will not be incorporated into the final plan because most laymen have little knowledge of the theory of planning, and many suggestions therefore may not be valid.

But the hope is that by taking into account the wishes of the majority of the people from the outset, solid, workable plans can be drawn.

'There will have to be a quick educational process regarding planning,' Bailey says. 'But most of all, we must teach them that something can be done.'

A major complication is the existence of mixed, and often incompatible, land uses in older neighborhoods. It is not a simple matter to move a factory in order to make a neighborhood wholly residential.

The value of the vacated land often rises to the point where the only economically feasible way to use it is to zone it for skyscraper construction. And it sometimes turns out that people prefer not to exchange their present factory neighbor for a future multi-storey neighbor.

There are no instant solutions to such problems, but Bailey hopes the questionnaires and meetings will show what the owners and residents feel is desirable for the area.

It is hoped to have the first of the neighborhood plans ready by mid-January. Then the planners will move on to the others one at a time, aiming to finish with the last of the six by April 1, 1973. Each neighborhood covers about 200 acres.

The planning commission said the system ensures a good chance of retaining something of the flavor and character evident in older neighborhoods. But at the same time, each neighborhood would have to fit into a general picture. Compromises — and diplomacy — would be necessary.

'There are the needs of the local people and there are the needs of the city as a whole,' Bailey says. 'It won't be easy to reconcile those differences in many cases. Someone will have to make sacrifices for the good of the others.'

IIC. ANECDOTAL REPORT ON THE YOUNG POLITICIANS HANDBOOK, ETC.

R.E. Little

My contributions to Canurgo this year has been confined largely to the spring semester. Due to the shortage of substitute personnel I was not particularly active during the fall semester, other than to take a student survey of political figures in the community to secure information on preparation for and attainment of public office at the municipal level.

Subsequent to this, the spring semester substitute freed me to concentrate on preparation of the cartoon approach to public office preparation. Although in cartoon form, the topics are serious and intended to stimulate seminar-type discussion to enable the average student to grasp and appreciate some of the complexity and seriousness of holding public office. Upon testing to date, it would appear that the better-than-average student can develop an indepth awareness of the political process and his responsibility to it. The booklet is intended to act as an aid in conjunction with the other material such as the resource book and the simulation game.

The cartoon approach was chosen to avoid the standard text book format which often is dry and inhibitive to student participation. Average and slower students are captured by the picture and the informed teacher then has the chance to direct and lead the students on to a full realization of the message. The sequence is to build a lesson in preparation for civic leadership, yet each individual print is a discussion point in itself. Seminar or large group discussion can take place with maximum consideration of local examples. Although a lesson can be learned from the sequence, it is the student input and teacher direction and leadership in the local civic political scene where the main lessons are learned. The cartoon approach also avoids actual personalities although all techniques and lessons in the text are from actual examples of active, successful citizens in the civic leadership field. The information was obtained by students from local citizens and citizens holding office. All points are what students felt to be relevant to obtaining office. I feel that in conjunction with other products of the Canurgo package or alone as the teacher selects to suit local needs and issues, a worthwhile learning process can be achieved.

In testing to date, I have found it best for the teacher to sit with small groups and discuss the text as to whether relevant to the local scene and ask for student opinions. This causes considerable student involvement. Rather than an individual teacher lecturing, the students, in group, come to an individual awareness of the involvement required and vicariously receive basic training in the jobs they are studying by hearing the opinions of others, speaking publicly, weighing issues and convincing others of the soundness and worth of their own ideas. One requirement is the training of the teacher or group leader in seminar techniques. The teacher and the cartoon booklet are the catalysts, the students are the ingredients promoting the learning and present and future involvement. For example, it has led locally to students

attending civic and regional government meetings and individually joining citizens groups to pressure and work for changes in specific fields. It has led me to realize what immense awareness and intellectual ability is waiting as a vast reservoir in the latent talents of Canadian youth. Once turned on, I feel that the young generation has a vast potential for good in this country. To date, they have lacked direction, purpose and techniques. One of the objects of the Canurgo project is to turn them to positive directions for good, experiencing non-violent channels, and to purposes meaningful to all generations in our country.

In summary, then, the techniques the Canurgo team propose and are yet to test further are meaningful and directed to a worthwhile end.

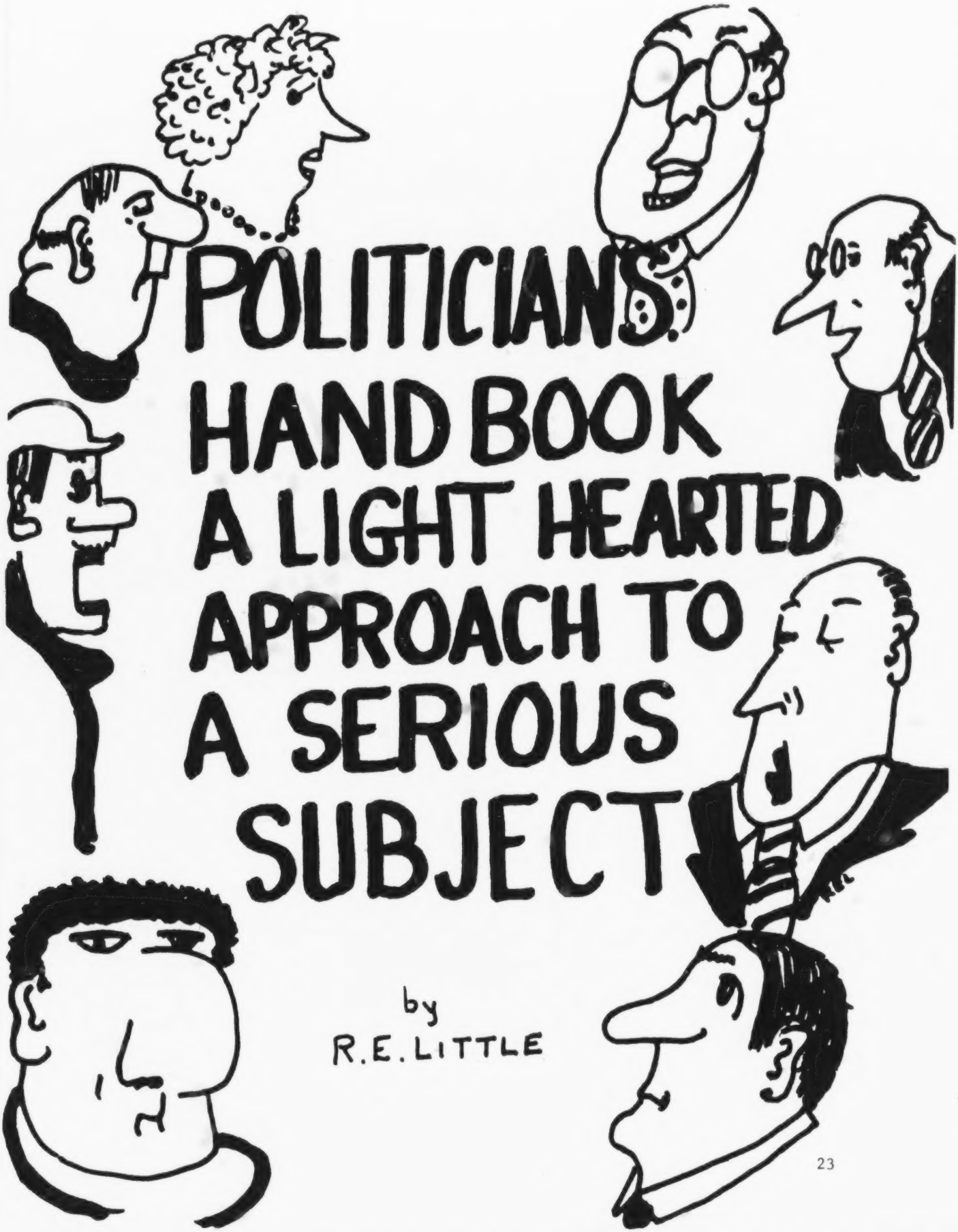
Secondly I have been involved in preparation of visual saturation material on public departments namely the city hall, parks board and school board as typical civic departments. This material, largely photographic is intended to draw attention to the civic service department of local government, to make students aware of its complexity, responsibility and also where the tax dollar is being spent. A related product is the job opportunity field. We feel that too often many teachers do not have this sort of material available and it is intended as a typical example in itself or as a guide for preparing material of more local nature in any community.

Finally, I have been involved in supporting others in their projects; for example Lloyd Bailey's chapter introductions for the Resource Book, testing the game, and latterly preparing and editing the TV tape on our project's problems and successes so far. Finally I have assisted Ed Akenhead in handling the financial affairs.

In looking forward to the remainder of '72 and into '73 I view the printing of the cartoon booklet 'A light-hearted approach to a serious subject' to the working copy stage. This is now in the production stage at the offices of the Nanaimo District School Board who so generously volunteered the services of the professional staff. This should enable us to have two class sets of working copies. The fall of 1972 and first semester of 1973 should be a testing period in the field for this material. Suggested usage or revamping of format may be necessary before passing on to other teacher. The visual saturation material is planned for completion in early 1973, if finances are available. This material should prove highly useful to the busy teacher as a format for stimulating discussion and indepth studies by individual students. I hope to make the material fairly broad in scope so as to give maximum selection to the individual teacher and yet keep within a merchandizable commodity product.

I look forward, personally, to a stimulating ongoing of the Canurgo Project sponsored by Canada West and Canadian Studies Foundation. We have, I feel, a meaningful and viable learning process which should grow and develop and be of significance to the young people of Canada.

The following pages illustrate some aspects of the cartoon book:


POLITICIANS
HAND BOOK
A LIGHT HEARTED
APPROACH TO
A SERIOUS
SUBJECT
by
R.E. LITTLE

WHAT DO I DO FIRST ?
NOMINATIONS HAVE TO BE MADE FIRST. SEE TO IT THAT YOU GET NOMINATED. PACK THE GROUP YOU WISH TO REPRESENT. MAKE CERTAIN THE PERSON NOMINATING YOU HAS A GOOD NOMINATING SPEECH. NEXT THAT THE SECONDER HAS AN EVEN BETTER ONE. HE SHOULD TRY TO BUILD UP REAL ENTHUSIASM FOR YOU. NEXT HAVE A MODEST BUT CONFIDENT ACCEPTANCE SPEECH.
NOMINATING
REL

I SHOULD MENTION THAT A GOOD PLACE TO LEARN PUBLIC SPEAKING IS TO JOIN A GROUP SUCH AS TOASTMASTERS. THERE IS A WOMEN'S GROUP TOO. ADULT GROUPS WILL OFTEN SPONSOR A STUDENT GROUP.

ANOTHER IDEA IS TO JOIN AN AMATEUR THEATRE GROUP. THEY ARE POPULAR MEETING PLACES AND YOU CAN LEARN TECHNIQUES OF VOICE CONTROL AND PROJECTION, UP STAGING AN OPPONENT AND OVERCOME NERVOUSNESS BEFORE LARGE AUDIENCES.

SOMETIMES MY MIND BECOMES A BLANK.
SO DO LOTS OF MINDS. THEY OFTEN ARE BLANKS MOST OF THE TIME. IF YOU FORGET PART OF A SPEECH SMILE AND PAUSE, REPEAT PART YOU HAVE ALREADY DONE OR GO ON TO THE NEXT PART. ITS BEST ALWAYS TO HAVE A SPEECH PRINTED OUT IN LARGE PRINT OR USE CARDS WITH IDEA HEADINGS. ALWAYS KEEP A SPEECH SHORT. EMPHASIZE ONE OR TWO POINTS. KEEP IT SIMPLE
REL

VOTE
FOR
PETER
When preparing for an election use a gimmick to draw attention. A flower, A HAT, A BRIGHT COLOUR. IT SUGGESTS AN EXCITING PERSONALITY. It DRAWS PEOPLE. YOUR WORDS AND IDEAS HOLD THEM.
REL

NEXT DISCUSS CIVIC AFFAIRS WITH YOUR NEIGHBOURS. ITS GOOD PRACTICE. REMEMBER A GOOD LEADER LISTENS TO WHAT OTHERS HAVE TO SAY. WHEN YOU HAVE A CONSENSUS OF OPINION RELATED TO THE FACTS THEN YOU CAN GIVE DIRECTION AS TO ACTION TO BE TAKEN.
REL

III. CURRICULUM DEVELOPMENT PROCESS AND SUPPORTING AGENCIES OF CANURGO

L.J. Bailey

The Canurgo Project has experienced support from various sources during the year, specifically the Canadian Studies Foundation through Project Canada West, the Nanaimo District School Board, and the administration of Nanaimo District Secondary School.

Support from these areas has been financial in nature, both directly and indirectly, the amounts involved being difficult to calculate in some instances; wholesale purchasing, mimeograph paper, stencils, secretarial assistance, etc.

The actual amount of financial assistance available to the team has been less than anticipated for our purposes, and here we would like to point out a noticeable weakness in the concept-application of Project Canada West. The Canadian Studies Foundation is committed to release time for teachers so that they might engage in curriculum development research. Any other arrangement which sees part-time effort or extra-school activity or only temporary substitute teachers is not conducive to the type of atmosphere necessary to the success of the basic concept of the project. Too many responsible officers of the school system frown upon such arrangements. To make the concept of teacher-developed curriculum viable, the professional obligations of the teacher cannot be ignored.

It would seem that the funding of an educational enterprise of this kind cannot neglect the inherent tendency of organizations to proliferate in congenial conditions. This structural 'overhead' is a sad feature of many charitable drives, for example. In not preparing itself for this bureaucratic development in Project Canada West and other projects as well, I might think, the Canadian Studies Foundation, ambitious to reach national, coast to coast proportions, has spread its resources too thinly. This policy and subsequent consequences have diluted the potential and the performance of the sub-projects of the western organization. I hope it is not too late to rectify this situation.

The practical aspects of administering a sub-project are troublesome in the financial area as well. The Canurgo Project hired a full-time substitute teacher for the second semester of this year, thus providing release time for three members of the team, one hour daily. The payment for this teacher became progressively delayed, much to the embarrassment of the team in its relations with the School Board. Some way of expediting funds of this kind should be found in order to maintain the good working relations between a project and its school board.

We are, nevertheless, extremely grateful to the Canadian Studies Foundation and the Nanaimo District School Board for making the Canurgo Project viable. It is the degree and condition of this viability that concerns us, and should concern any organization interested in the requirements of this kind of undertaking.

Before moving on to the non-financial inputs, or professional activity, it

should be mentioned that three potential sources of funds for the Canurgo Project, and Project Canada West generally, have not been forthcoming. It is discouraging that the British Columbia Department of Education has not seen fit to support this educational innovation, for both the topics covered and the nature of the enterprise fit almost perfectly into the new Grade XI Social Studies course. So too have local private enterprise and local municipal government, with the exception of the school board, neglected to consider our requests for financial assistance. The Canadian Studies Foundation visualizes locally-sponsored curriculum development as an on-going process, initiated by the current Project Canada West, but continuing on without external aid once the present development is completed. Such is the inherent value in the undertaking, that teachers will be encouraged to evolve local studies in Canadian topics. We do not feel confident that that message has as yet reached all quarters. The academic, professional or disciplinary support received by the Canurgo Project has been good. Dr. Tomkins of the Foundation has consistently encouraged our efforts and given timely advice. Dr. Sabey has visited us on several occasions and chaired numerous conferences for all teams, and the experiences resulting have been very useful. Frequent communication with Mr. Church of the British Columbia Teachers' Federation has also guided our work. The academic aspect is, of course, the very essence of the project, and it is in this realization that we will proceed to indicate the nature of our process in evolving curriculum material, offering suggestions as to ways in which curriculum development should ideally take place. Firstly, there existed a *need* for the origination of educational material in our topic area — local Canadian urban government. The instigation of teacher-developed learning materials should be in response to a local *need* for the coverage of certain topics, not the external dictates of a far-removed, centralized bureaucracy. How was this need felt? The teacher is well equipped to feel the needs of his community. He deals with its youth daily. He interacts with its parents. He discusses its leading issues in the classroom. The teacher is, in the collective sense, an excellent 'pulse-taker,' and the curriculum options in his school can reflect this role. Thus, we, in co-operation with the schematic outline of Project Canada West determined the basic political need in our community — more awareness of the all-pervading importance for the future of local involvement in urban government.

Secondly, there appeared a *structural* requirement. What were our learning objectives and how was the skeletal outline of those objectives to be filled in? At this stage the Canurgo Project called in *university* consultation. We knew our objectives in the broad needs of the community, but the specific learning outcomes within the subject of Political Science, that is, the disciplinary breakdown of Urban Government, had to be effected with external assistance.

Dr. Paul Tennant of the University of British Columbia offered us a concepts-in-local-government structure, and we began to fill in the content, which brings us to the third stage of our work, that of *content*.

Content, we felt, must reflect the needs and abilities of the student population. The teaching strategies involved in passing *content* on to the learners became inseparable from the material itself in that *what* the students learned about political processes, etc., seemed best conveyed in the *way* in which they learned it. Four practising teachers engaged in many discussions on this phase of the

project. What had our students been telling us, directly or indirectly, positively or negatively, about their learning needs? Finally, the simulation game approach with corresponding supplementary material became our goal.

The content phase saw professional improvement on the part of the team. In the area of educational theory and methodology, Willis Rudd attended Johns Hopkins University during the summer of 1971. Lloyd Bailey completed his major in Political Science at the University of Victoria, also in 1971. With these academic inputs, the team proceeded to divide the task before it, each major concept of urban government being assigned to a member as his responsibility within the evolution of the learning package. Initial content was to be centered around the *electorate*, the *civil service*, *pressure groups*, *outside governments*, and their relation to the *elected officials* of local government. Information about local government was gathered in two stages. The first stage witnessed the individual team members, often using student help, gathering data about their particular concept. The information was pooled. The second stage involved the production of specific learning materials by each team member, and this required research on his part both from the *data pool* and further sources. Each of the team members presented in general discussions his plan for the development of a particular concept in local government or several concepts.

The *materials development stage* of Canurgo's curriculum model required the structuring of a series of simulation games on urban government, tending to stress all of the main concepts previously researched. Around this central core of the package, supplementary materials, capable of being utilized separately if need be, were produced. A sourcebook covering all aspects of urban politics was initiated. A cartoon book stressing the politician was commenced. Time for this work was made available by both Project Canada West and the Nanaimo District School Board; approximately one hour daily. (Please see each anectodal report for a detailed discussion of the materials development stage.) The final phase of Canurgo's efforts concerned that of *evaluation*. The simulation games aroused gratifying response from the many classes that used them. Other teachers co-operated fully in the laboratory trials. The sourcebook and the cartoon book have yet to be approached by class trials. It should be mentioned that one of the most telling indicators to us that the curriculum development scheme supporting Canurgo was valid involved the production of an introspective television program of approximately 40 minutes in which the team discussed its *raison d'être*, and the various students participating in the games, etc., gave their reactions to the entire process. In seeking to explain to viewing audiences the nature and purpose of the Canadian Studies Foundation, Project Canada West and Canurgo, we clarified a great many of our own uncertainties.

Evaluation as a reaction to the work and merit of Canurgo came also from the various conferences held by the Project at Edmonton and elsewhere. It should be stressed that this interaction of the teams is highly valuable and should be more frequent and more informal as the Project proceeds.

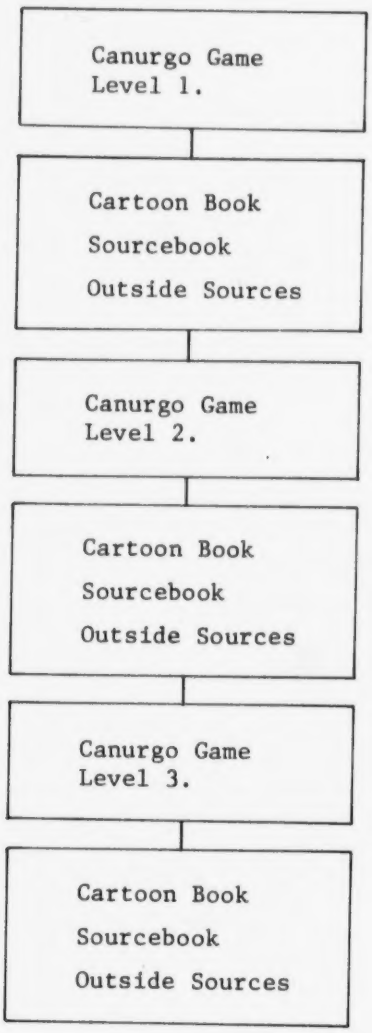
In summation, then, the nature of Canurgo's curriculum development process has been:

1. *Need* — recognizing the need for specific learning topics;

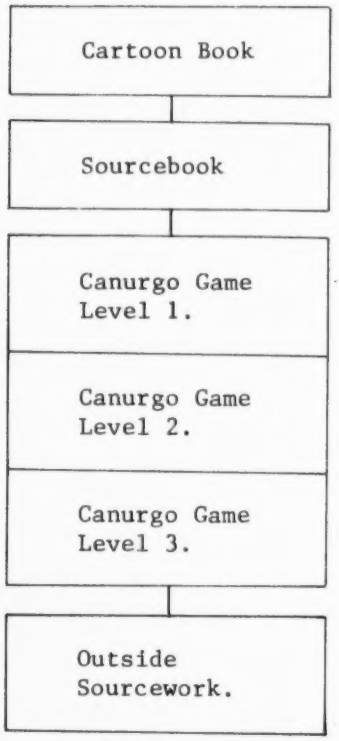
2. *Structure* — formulating a structure of learning objectives;
3. *Content* — devising a research approach and the data to be researched; and the teaching apparatus to be followed;
4. *Materials Development* — actual gathering of material and production of learning tools;
5. *Evaluation* — reactions of students and fellow teachers to the use of the materials.

IV. APPENDIX 1 - CANURGO TEACHING STRATEGY

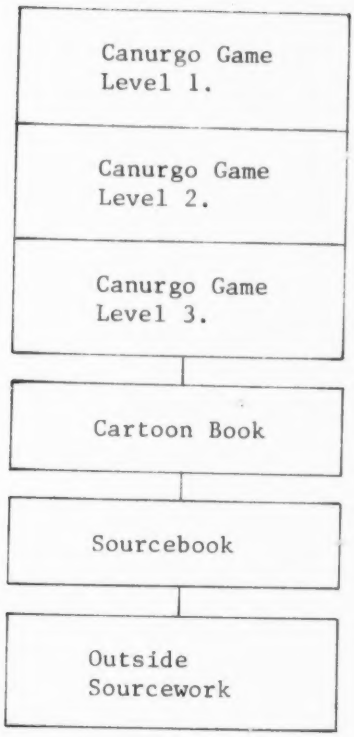
Approach #1



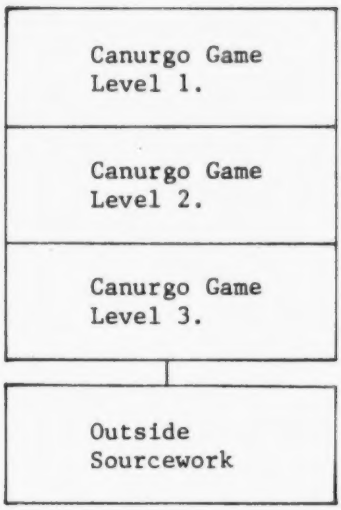
Approach #2


Cartoon Book
Sourcebook
Canurgo Game Level 1.
Canurgo Game Level 2.
Canurgo Game Level 3.
Outside Sourcework.

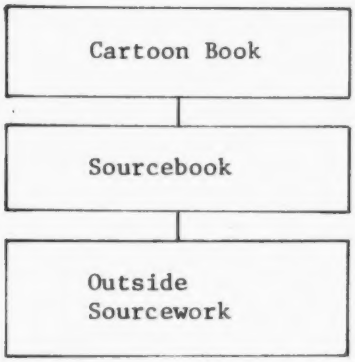
Approach #3


Canurgo Game
Level 1.
Canurgo Game
Level 2.
Canurgo Game
Level 3.
Cartoon Book
Sourcebook
Outside
Sourcework

Approach #4


Canurgo Game
Level 1.
Canurgo Game
Level 2.
Canurgo Game
Level 3.
Outside
Sourcework

Approach #5



APPENDIX 2

TO: All Project Directors

FROM: George S. Tomkins, Associate Director, Canada Studies Foundation

I have recently received a very exciting videotape produced by the Nanaimo team of Project Canada West. This tape, which when finally edited will run about 30 minutes, seemes to me to be of a quality and format that could be followed by all our projects. It would be useful in showing other teams, teachers outside our projects, our panel, our trustees, donors and potential donors and all the many other people who must eventually be convinced of the value of our work. In short, the tape is, as every such product should be, an evaluation document. It could also be used with teachers for pre-service and in-service training purposes. It is a valuable information source as well.

The format of the tape is as follows:

1. Brief introduction (1 minute, giving the title — *Canadian Urban Government* — of the project, a very brief statement of its objectives and background information about the activities to be portrayed.

2. Discussion by a teacher on the team with a group of students on their evaluation of the simulation game which is one of the main activities of the project.

3. Presentation and short discussion of a cartoon sequence used to motivate student discussion of urban government issues.

4. Classroom views of students playing the simulation game.

5. A 'roundtable' discussion of the project by the four team members. This was informal but covered a series of points agreed to beforehand.

A tape like this could take its place in a library of tapes useful for many purposes now and in the future. I hope that every project and sub-project will give consideration to making such a tape, not necessarily following this format but designed to communicate as the Nanaimo tape does, both the 'product' and the 'process' of their work.

APPENDIX 3 - WORKSHOP, JANUARY 27-30, 1972 EVALUATION SHEET

One of the purposes of this workshop is to evaluate the materials which are being prepared by Project Canada West teams. It would appear that the most useful sort of evaluation is that done by practising classroom teachers. This workshop allows for this to take place. Each presentation will be evaluated by those objective practising classroom teachers who are present.

Please be frank, objective and instructive in your evaluation statements.

This is not a 'pass' — 'fail' type of evaluation, but should be looked upon as the most positive type of formative evaluation possible. I will prepare a summary sheet of the evaluation's of each team for that team only.

Team presenting CANURGO

Evaluator (please check one) — teacher ( )
— trustee ( )

1. How does this presentation add to your understanding of urban problems in Canada?

Excellent — a real indepth study of how decisions are reached at the municipal level of government.

local government important — question seems to be if it can get student involved. Can see this as a good introduction to stimulate students.

New insights into the municipal government as a feature of the urban environment.

This is a tremendously important part of Canada life with which most people are all too unfamiliar. This seems to be an excellent effort to clarify the process in a realistic manner.

Adds the political science dimension.

After playing the game you would be aware of the many factors involved in decision-making in urban communities.

the urban decision-making process — pressure groups, interest groups, taxation, etc.

We have an indication that the method could be used to gain a deeper understanding about urban government and its problems.

It gave students an opportunity to see how decision-making at civic government level might be made.

In the course of studying urban government, it would seem obvious that many urban problems would come to light.

urban government and problems.

good study of government operation.

2. *What possibilities of transfer do you see for this material?*

tremendous — transferable to towns as well as cities, with word system.

would appear to be transferable to any area in Canada.

No difficulty to any (census defined) community that is a municipal amalgamation. Many other issues can be studied through this process for their inherent feature, i.e., 'freeways' expropriation of land, redevelopment schemes.

Processes of government go on at any level and can see no reason why such a procedure can't be applied anywhere.

Useful because the principles transfer to local situations.

Material could be used anywhere in Canada.

It could be used in many different areas in urban communities.

good possibilities because can generalize and because local issues can be brought in to modify the game.

Can be transferred to any area — games could be developed to other areas.

Could be used in practically every area of Canada, with only few changes.

I can't see why this game, the structure, couldn't be used in other communities.

The game could be transferred anywhere and with more briefing, would work just as easily in a rural set-up.

As noted — change the problem and apply to other cities.

excellent, but adaptation is necessary.

3. *Is this a practical approach to the problem given the constraints of school district budgets, etc.?*

Excellent — there is a real need for material of this nature — school boards will welcome this kind of an approach.

I would think that costs should be reasonable.

Certainly. No problems.

Don't know cost yet.

Yes.

Yes.

Depend on the total cost of the game plus the sourcebooks.

Yes.

Yes.

Yes.

Yes.

Yes.

Would seem so.

Yes.

4. *What future application of this material can you predict?*

Limited to Grade 11 at the lowest grade — preferable for Grade 12 students.

Can see this as an opportunity to open up whole field of local municipal government.

I like the scoring system process applicable to many other investigations and issues.

No political boundaries, rural or urban. I feel this game has great transferability.

Teachers may use this sort of simulation game to tackle problems (civic government) which is difficult to teach in any relevant context without arousing too much emotion or, conversely struggling against complete apathy.

Applications in one form of new sinalians could be added.

The simulation game was excellent and your ideas of a young politician's hand book is good and an interesting approach.

The selection of the problems discussed in the game make it relelvant now and in the future.

Process can be applied to any area — gathering of data and materials could be a valuable experience for the students in any area.

Useable in all areas.

Easily used by many teachers in all areas.

5. *What suggestions for improvement can you make for this presentation?*

Give us a chance to play the simulation game — we were disappointed in this respect — it would have demonstrated the approach effectively.

I wasn't clear how information in students handbooks is not clear. It seems to me that there should be some follow-up to the game — it may be that I missed something.

Get PCW teams to try out your prototype (in confidence of course) then publish.

One of the questions that emerged from the discussion following the presentation hung on the kind of output wanted. The suggestion seemed to be that there are games wherein one group wins and others lose; there are others wherein the output can be measured according to how well goals/objectives were reached by the individual participants in groups. Perhaps the teams might consider which of the above is desirable for the purpose of your simulation.

Like the idea of role playing as a lead-in procedure. Would like to have had more information on the follow-up sessions.

Perhaps play the game in part.

Superb presentation — with enough variation to sustain interest.

Question of how you are going to relate the game to the total problem what other activities are you going to include? For example how do you see the use of the sourcebook or the students book.

What about the amount of material available? the reading level of the students? Does this affect their participation? Confusion over the three levels of your game? How involved will they become.

None.

None.

I would like to see the game simplified.

take out win and lose. clearer and simpler directions.

6. *Please write a brief statement of your overall impressions of the presentation — materials, methods, group re-action, etc.*

A tremendous amount of work has obviously gone into the presentation

of this project. I think your resource book will provide a highly desirable and stimulating experience for many teachers as well as students. Political cartoons — a good approach.

Simulation game should be good.

Very impressed with synchronization of simulation, newspaper articles, book of articles, etc.

good positive reaction.

Very good, well organized. I would suggest that they review in terms of students comments.

I felt group reaction was quite favorable.

Very good presentation — too bad we didn't have time to actually play the game.

level of use — senior high. Well-developed materials but is this not too involved or too complicated for student use. The slides and intro, are very good. How much room is given or allowed for students changing roles or varying options. (i.e., what would happen if the citizens came up with an entirely different option, i.e., government grants [or] the mill owner does this recreational development as an endowment or because he's very philanthropic! I'm not convinced that students will get all excited about local government rather over issues. Thus the process may be more important for other teachers to follow in developing their own idea and problem.

Excellent materials — very well organized presentation and materials — handbook seems to be an excellent product — very well advanced group.

Excellent.

I felt that this was one of the better presentations.

These people have done a lot of work, on the game but not too much else was obvious although the handouts and other things indicated some other work as well. I hope we're not getting too game oriented for this is just as bad as being too traditional.

Well presented — perhaps a simple lead-up simulation game would be useful. Would be most valuable — can see students becoming really involved.

Excellent.